

29 April 1969

The Honorable David Packard
Deputy Secretary of Defense
3 E 921
The Pentagon

Dear Dave:

I am sending you herewith a memorandum from the National Intelligence Resources Board (NIRB) proposing a system of Intelligence Resources Program Memoranda. The purpose of these memoranda is to provide a basis for judging whether we are committing approximately the right kind, level and mix of resources to the effort against particular targets or areas of intelligence concern. The memoranda would:

- a. Identify the specific objectives of the intelligence effort against the target or area under review;
- b. Describe the resources engaged in the effort;
- and
- c. Contain a statement of possible action which might be taken to improve the effort.

Proposals for action could include recommendations for changes in the allocation of existing or planned resources and also suggestions for the initiation of reviews for the purpose of redetermining the current needs of policy makers or contingency planners for coverage or a specified intensity of coverage, of particular targets.

The recommendations of these memoranda, insofar as they relate to Defense Department programs, would of course be tentative and would constitute a general statement to you and the Secretary of

Defense of my general views concerning the action, if any, which appears to me best calculated to improve the intelligence effort in specific areas.

I believe that these memoranda will provide a useful vehicle through which I can discharge the obligation placed upon me by the President "to provide coordination and guidance to the total foreign intelligence activities of the United States" without infringing on the managerial prerogatives of the Secretary of Defense. I assume that you will have no objection to the participation of General Carroll or his successor in the preparation of these memoranda since the Defense, DIA sits as a member of the National Intelligence Resources Board.

Sincerely,

/s/ Richard Helms

Richard Helms
Director

Attachment

D/DCI/NIPE:JABROSS:ag

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Concept Paper
for
Intelligence Resources Program Memoranda

1. This paper sets out in conceptual terms a proposal for making the National Intelligence Resources Board (NIRB) a more effective instrument for advising the DCI, and through him the Secretary of Defense and other senior authorities, concerning the effectiveness of intelligence resource allocations in relation to national needs and the impacts of changes in programs and projects.

2. Intelligence Resource Program Memoranda: To date the NIRB has produced assessments of the intelligence value of several specific projects or program areas in relation to the resources which they require. These analyses have been valuable, and the NIRB will continue to conduct such studies as required. It would seem desirable, however, to enable the NIRB, given its unique composition, to apply its ability to assess in terms of national intelligence needs the value of activities in relation to their costs as they affect problems which cut across the different intelligence resource program areas. To this end, it is proposed that the NIRB undertake a new series of analyses, tentatively titled Intelligence Resources Program Memoranda (IRPM). These Memoranda will describe the ability of the Intelligence Community's resources and processes to deal with major intelligence problems and will recommend steps to improve this ability or to respond to these problems more precisely, effectively, and economically within given time periods.

3. Each IRPM will focus on the total intelligence effort against a major subject problem or geographic region; examples are Chinese Communist advanced weapons, Soviet strategic defensive forces, the Arab-Israeli situation, Cuba, etc. An IRPM will present the essential

points of the intelligence problem, identify the resources in collection, processing and production allocated to this problem, assess the effectiveness with which these resources are used, and recommend alternative allocations of resources, taking into consideration resources in each of the major intelligence programs devoted to the problem or region. These memoranda will facilitate the selection of resource trade-offs across program lines, support decisions on program change recommendations and provide such information as will assure maximum effectiveness in the use of each program's resources. The memoranda will also provide guidance to regular reviews of individual resource programs, identify gaps or undesirable overlaps in coverage, and focus consideration of needs for new means of collection, processing and production.

4. A complete inventory of IRPM's will encompass substantially the entire range of foreign intelligence subjects and target areas. IRPM's on all subjects cannot of course be accomplished at once, but it is proposed that the NIRB commence with program memoranda on subjects of the greatest current interest and relevance to major national policy decisions.

5. Relationship to Program Reviews: A serious shortcoming in the present reviews of the four major intelligence programs is the lack of a mechanism for relating decisions taken on a problem or target in one program to decisions taken on the same problem or target in the reviews of the other programs. The IRPM process is not intended to replace the existing intelligence program review processes, but rather to remedy this deficiency by providing a means for undertaking evaluation of problems which cut across the different programs. As IRPM's are completed by the NIRB, approved by the DCI and passed to those responsible for the operation of intelligence resource programs, the analyses and recommendations contained therein would be available to the program reviewing and decision authorities for such action as may be indicated. To the extent that the findings of a particular IRPM are relevant and persuasive with respect to particular projects or activities contained in a program, these analyses will assist decisions concerning the allocation of resources within that program. Subsequent revisions of the memoranda will serve as follow-ups on the impacts of these decisions in increasing the effectiveness of those resources.

6. Relationship to the Target Oriented Display: The delineation of subjects on which IRPM's will be prepared is generally congruent with the area, subject and activity breakdown followed in the Target Oriented Display (TOD). Thus the use of the TOD data by the NIFT, envisaged when the TOD was placed under the custodianship of the NIRB, will be realized. This relationship would not of course affect other uses of TOD data as appropriate in the light of the joint sponsorship of the TOD by the Secretary of Defense, the Director, Bureau of the Budget and the DCI.

7. Staff Support: It is proposed to set up in the office of the Deputy to the DCI for National Intelligence Programs Evaluation (D/NIPE) a small group of experienced intelligence officers to provide necessary staff support to the NIRB in the preparation of the IRPM's. The head of this group, the NIRB Staff Director, would have under his direction the TOD unit which is now part of the NIP Staff and a small unit of perhaps three officers drawn from the Intelligence Community who would act as chairmen of task forces to prepare IRPM's (or special studies on various topics similar to past NIRB analyses). The other members of the Task Forces would be officers from the intelligence agencies who are substantively or technically well grounded in the particular subject matter of an IRPM. These officers would be assigned on a temporary basis, as appropriate, for the duration of that Task Force's functions.

8. Existing arrangements for the NIRB to task USIB Committees and individual components of the Intelligence Community to undertake specific analyses or to provide data will remain unchanged.

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Tentative Outline for
Intelligence Resource Program Memoranda

A. The Intelligence Problem and Associated Intelligence Objectives

1. Definition of the Intelligence Problem

(A description of the specific problem under consideration, primarily to clarify the subject and its boundaries and establish terms and definitions.)

2. Intelligence Production Objectives

(A statement of the major broad concerns of the community in dealing with this intelligence problem, i.e., why are we concerned with this problem; what is it generally that we must answer?)

3. Information Needs

(Essentially a refinement and further specification of A-2; a general characterization of standing information requirements. Specific lists of requirements would be incorporated by reference only.)

4. Key "Observables"

(Descriptions of specific items of information susceptible of observation or perception by one or another collection system or device.)

B. Resources

1. General Current Resource Allocations

(A broad breakdown of the proportions of resources allocated to this problem in relation to those on a broader problem, e.g., resources committed to Chinese Advanced Weapons in relation to those on China as a whole. Also a breakdown of resources among collection, processing and production.)

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2. Collection Resources

(a. A breakdown of collection resource costs among the major types of collection systems, e.g., COMINT, Imagery, ELINT, etc;

b. Descriptions of present individual collection projects and their capabilities to cover "observables";

c. Descriptions of projected collection projects and expectations of their capabilities;

d. Any modifications in collection, including Program Change Proposals, known to be under consideration.)

3. Processing Resources

(A similar a, b, c, d breakdown as under Collection Resources.)

4. Production Resources

(a. A breakdown of production resource costs among the intelligence organizations working on this intelligence problem;

b. Descriptions of primary specializations, divisions of labor, major contributions, and any external research efforts connected with this problem;

c. Any alternatives or changes in emphasis or assignment under consideration.)

C. Evaluation

1. Of Collection

(Assessments by analysts and other users of the information product as to the effectiveness of collection resources identified above.)

2. Of Processing

(Similar assessments as under Collection.)

3. Of Production

(Assessments by the major users of intelligence products as to the usefulness of those products in meeting their needs.)

4. Technical Assessment

(A technical assessment of the effectiveness of current collection, processing and production resources operating as a system, and descriptions of possible alternative mixes of resources, current and projected.)

D. Conclusions

(Findings derived from the foregoing; a statement of the effectiveness of the community's effort on this problem and a set of options for alternative arrangements of resources or lines of approach or emphasis.)

E. Recommendations

(The selection of a particular option from those described in D, the arguments in support of that choice and a recommendation to the DCI as to steps he might take.)